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NSC-05 PA-01 PRS-01 SP-02 SS-15 ACDA-05 TRSE-00

SAJ-01 CU-02 SAM-01 IO-10 OIC-02 SSO-00 NSCE-00

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C O N F I D E N T I A L SECTION 1 OF 2 USNATO 4115

E.O. 11652: GDS

TAGS: MPOL, NATO, CSCE, PARM, PFOR

SUBJECT: CSCE/CBMS: PRIOR NOTIFICATION OF MILITARY MANEUVERS:
THE AUTUMN FORGE EXERCISE SERIES

REF: (A) STATE 184164

(B) STATE 183699 (NOTAL)

(C) STATE 182598

(D) STATE 177697 (NOTAL)

SUMMARY: DURING AUGUST 5 POLADS CONSULTATIONS ON CBMS LITTLE
SUBSTANTIVE PROGRESS WAS ACHIEVED ON KEY ISSUES DUE TO LACK OF
INSTRUCTIONS FROM CAPITALS. HOWEVER, PROCEDURALLY, POLADS WERE
SUCCESSFUL IN DELINEATING ISSUES, ESTABLISHING PRIORITIES AND
TENTATIVELY AGREEING ON A WORK SCHEDULE. MEETING WAS ALSO USEFUL
IN THAT IT AFFORDED US OPPORTUNITY TO PRESENT INITIAL VIEWS AND TO
IMPRESS ALLIES WITH URGENCY OF NEED FOR CONSULTATIONS ON CERTAIN
IMMINENT CBM ISSUES. END SUMMARY.

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1. ON AUGUST 5, POLADS HAD WIDE RANGING DISCUSSION ON
VARIOUS ASPECTS OF CSCE/CBMS. WHILE FEW DELEGATIONS HAD
INSTRUCTIONS FROM CAPITALS, SOME PROGRESS, ESPECIALLY ON
PROCEDURAL ISSUES, WAS ACHIEVED IN A NUMBER OF AREAS.

2. ANNOUNCEMENT OF AUTUMN FORGE EXERCISE SERIES

POLADS CHAIRMAN (KILLHAM) SAID ASYG PANSA HAD DIRECTED IS TO REPORT TO THE NAC/DPC ON AUGUST 8 SUMMARIZING DISCUSSIONS IN THE POLITICAL COMMITTEE ON THE ADVISABILITY OF PRIOR DIPLOMATIC NOTIFICATION OF THE AUTUMN FORGE EXERCISE SERIES IN THE SPIRIT OF THE CSCE CBMS. CHAIRMAN THEN BRIEFLY SUMMARIZED THE JULY 31 DPC DISCUSSION ON THIS SUBJECT AND REQUESTED COMMENT. IMS REP (COLONEL WOLF, BELGIAN ARMY) REPORTED ON STATUS OF MILITARY AUTHORITIES' RESPONSE TO DPC REQUEST FOR ADVICE (SEE TEXT OF IMD/WM-179-75 SEPTTEL) INDICATING THAT WHILE THIS RESPONSE IS NOT YET FORMAL, IMS WILL LIKELY TAKE THE VIEW THAT AUTUMN FORGE SHOULD NOT BE REGARDED AS A SINGLE EXERCISE FOR PURPOSES OF PRE-NOTIFICATION IN THE CONTEXT OF CBMS, BUT THAT THERE WOULD BE NO MILITARY OBJECTION TO SEPARATE FORMAL ANNOUNCEMENT, IN ADDITION TO THE PRESS RELEASE, OF THE INTRODUCTION AND SCOPE OF THIS NEW AND VALUABLE CONCEPT, AS A DIPLOMATIC COURTESY. IMS FEELS SUCH AN ANNOUNCEMENT, IF MADE, SHOULD BE CLEARLY SEEN TO BE SEPARATE FROM PRE-NOTIFICATION OF EXERCISES ACCORDING TO CSCE PROCEDURES. TURKISH REP (ERALP) CAUTIONED THAT IF THERE WAS DOUBT AS TO ADVISABILITY OF PRE-NOTIFICATION OF THE OVERALL SERIES, THE DECISION SHOULD BE AGAINST NOTIFICATION OF A SERIES OF THIS TYPE UNTIL A YEAR OR SO HAD PASSED AND ALLIES WERE IN A BETTER POSITION TO MAKE AN ASSESSMENT. TURKISH REP SAID OTHERWISE PRECEDENT MIGHT BE SET BY ANNOUNCING SERIES AND IF THIS LATER PROVED TO BE IN-ADVISABLE, IT WOULD BE AWKWARD TO CEASE NOTIFYING IN SUBSEQUENT YEARS. TURKISH REP ALSO BELIEVED SOVIETS AND EE'S WOULD NOT RECIPROCATATE IN ANY EVENT SINCE THEY HAD BEEN SO RESTRICTIVE IN NEGOTIATING CBM PARAMETERS. SEVERAL OTHER REPS VENTURED ON PERSONAL BASIS THEIR AUTHORITIES WOULD BE INCLINED AGAINST PRIOR NOTIFICATION OF AUTUMN FORGE EXERCISE SERIES. POLADS AGREED FURTHER INSTRUCTIONS FROM CAPITALS WERE REQUIRED AND COMMITTEE WILL CONVENE ON AUGUST 7 TO EXCHANGE VIEWS ON EVE OF AUGUST 8 NAC/DPC MEETING.

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E. US REP (LEDOGAR), ON PERSONAL BASIS, INDICATED US RECOGNIZES THERE ARE A NUMBER OF CONSIDERATIONS AND POTENTIAL PITFALLS IN THIS UNIQUE SITUATION. THAT IS THE REASON US REQUESTED CONSULTATIONS IN DPC. HE WISHED TO CLARIFY, HOWEVER, THAT US SUGGESTION WAS IN FAVOR OF PRE-NOTIFICATION OF THE AUTUMN FORGE EXERCISE SERIES "IN THE SPIRIT OF," REPEAT "IN THE SPIRIT OF," CSCE/CBMS AND NOT ACCORDING TO THE SPECIFIC REQUIREMENTS OF THAT AGREEMENT. THUS, IF ALLIES DECIDE SUCH A VOLUNTARY, DIPLOMATIC-CHANNEL NOTIFICATION WOULD BE ADVISABLE, ITS CONTENTS WOULD BE DETERMINED BY AGREEMENT AMONG THE ALLIES AND NOT BY CSCE/CBM CRITERIA. FOR EXAMPLE, SUCH NOTIFICATION COULD EMPHASIZE ITS GRATUITOUS NATURE, CLARIFY THAT IT WAS IN ADDITION TO AND NOT A SUBSTITUTE FOR REQUIRED CSCE

NOTIFICATION ON THOSE COMPONENT EXERCISES OF THE SERIES WHICH MEET CBMS CRITERIA, AND IT NEED NOT GO INTO DETAIL AS TO NUMBERS AND TYPES OF COMPONENT MANEUVERS NOR AS TO THE PARTICIPATING COUNTRIES.

4. IN INTERESTING DEVELOPMENT, FRENCH REP (BEAUCHATAUD) SAID HE THOUGHT THAT SINCE FRENCH FORCES WOULD PARTICIPATE IN SOME EXERCISES UNDER AUTUMN FORGE SERIES, MATTER OF PRIOR NOTIFICATION WOULD PERHAPS BE DISCUSSED IN NAC RATHER THAN DPC. GREEP REP (MALLIKOURTIS), TOO, THOUGHT SOME ASPECTS OF CBMS SHOULD BE DISCUSSED IN NAC; OR IN ANY CASE, POLADS NEEDED COUNCIL RATHER THAN DPC MANDATE AND GUIDANCE FOR THEIR ONGOING CONSULTATIONS. US REP SAID US WOULD WELCOME DISCUSSION OF THE SUBJECT ON AUGUST 8 IN NAC RATHER THAN DPC IF THAT WERE THE WISH OF THE TWO ALLIES IN QUESTION. HE ADDED THAT PARTICIPATION IN MANEUVERS BY NON-DPC MEMBERS WAS IMPORTANT FACTOR AND DECISIONS IN OTHER AREAS SHOULD TAKE IT INTO ACCOUNT. FRENCH AND GREEK REPS AGREED TO CONFIRM TO SYG'S OFFICE THAT THEY WISH AUGUST 8 DPC TO BE SCRATCHED IN FAVOR OF A NAC.

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FM USMISSION NATO
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C O N F I D E N T I A L SECTION 2 OF 2 USNATO 4115

5. CONTENTS OF PRIOR NOTIFICATION OF NATIONAL OR MULTI-NATIONAL MANEUVERS

IMS REP INDICATED THAT SHPAE WOULD ENDORSE FRG ILLUSTRATIVE DRAFT NOTIFICATION OF GROSSE ROCHADE AS MEETING MILITARY REQUIREMENTS. FRENCH REP SAID HE HAD INSTRUCTIONS INDICATING PARIS BELIEVES REQUIRED CBMS PRE-ANNOUNCEMENT SHOULD BE

MADE BY EACH OF THE ALLIES TAKING PART IN A PARTICULAR MANEUVER. THUS, IN CASE OF GROSSE ROCHADE, FRG, FRANCE, CANADA AND US EACH SHOULD MAKE COORDINATED PRE-ANNOUNCEMENTS. FRENCH REP QUERIED WHY GERMAN DRAFT NAMED FRANCE FIRST AMONG THE OTHER NATIONS TAKING PART WITH THE BUNDESWEHR. IT WAS DETERMINED OTHERS WERE LISTED IN GERMAN-LANGUAGE ALPHABETICAL ORDER. US REP MADE GENERAL COMMENTS DRAWN FROM PARAS 2 AND 3 OF REF C AND FROM REF D, AND DISTRIBUTED TEXT OF UNOFFICIAL US INTERPRETIVE PAPER ON CBMS (REF A). NO OTHER INSTRUCTED COMMENTS WERE MADE BUT ON PERSONAL BASIS A NUMBER OF ALLIED REPS EXPRESSED GENERAL SATISFACTION WITH THE FRG GROSSE ROCHADE DRAFT NOTIFICATION, AND GENERAL CONFIDENTIAL

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RECOGNITION OF NEED TO EXPEDITE CONSULTATIONS. POLADS AGREED TO SEEK INSTRUCTIONS IN TIME FOR AUGUST 12 POLADS MEETING.

6. EXCHANGE OF OBSERVERS

IS DISTRIBUTED "NON-PAPER" WHICH ATTEMPTED TO PULL TOGETHER FROM ISD/94 (2ND REVISED) OF DECEMBER 23, 1974 THOSE MODALITIES OF EXCHANGE OF OBSERVERS AT MILITARY MANEUVERS ON WHICH THERE IS ALLIED CONSENSUS. ADDRESSEES WILL RECALL THIS EARLIER DOCUMENT SUMMARIZED AN AUTUMN 1974 EXCHANGE OF ALLIED VIEWS ON THIS SUBJECT, (SEE USNATO 3996 FOR TEXT). POLADS AGREED IS "NON-PAPER" WAS OF LITTLE UTILITY. RATHER, POLADS SHOULD RETURN TO WORK ON ISD/94, SEEK INSTRUCTIONS ON UPDATING THIS DOCUMENT, AND PRODUCE A PAPER WHICH WOULD SET FORTH GUIDELINES--INCLUDING DIVERGENCES OF OPINION WHERE NECESSARY--WHICH WOULD ASSIST CAPITALS IN REACHING FURTHER DECISIONS ON THIS SUBJECT. POLADS AGREED TO REQUEST INSTRUCTIONS FOR AUGUST 12 EXCHANGE OF VIEWS ON THIS TOPIC.

7. OPTIONAL ANNOUNCEMENT OF SMALLER MANEUVERS

NO DELEGATION HAD INSTRUCTIONS ON THIS ASPECT. US REP REVIEWED HISTORY ON THIS SUBJECT, REFERRED TO TEXT OF US PAPER ON CBSM IMPLEMENTATION, AND SUGGESTED THAT MILITARY AUTHORITIES BE ASKED TO PROVIDE RECOMMENDATION AS TO A THRESHOLD, PERHAPS 10,000 OR 13,000 TROOPS, ABOVE WHICH VOLUNTARY NOTIFICATION MIGHT BE ADVISABLE. IMS SHOULD ALSO PROVIDE A LIST OF NATIONAL AND NATO MANEUVERS WHICH FALL BETWEEN THIS THRESHOLD AND 25,000. GREEK REP THOUGHT CONSULTATION CIRCUITS WERE OVERCHARGED AND CONSIDERATION OF VOLUNTARY NOTIFICATION MIGHT BE DEFERRED UNTIL MORE PRESSING MATTERS OF MANDATORY NOTIFICATION HAD BEEN DISPOSED OF. NETHERLANDS REP (HORAK) DIFFERED WITH HIS GREEK COLLEAGUE SAYING NEED FOR CONSULTATIONS ON THIS SUBJECT WAS ALSO PRESSING. TURKISH REP POINTED TO NEED FOR CONSULTATIONS ON CATEGORY OF COMBINED MANEUVERS WHICH DO NOT REACH 25,000 TROOPS TOTAL BUT WHICH INVOLVE LAND FORCES TOGETHER WITH "SIGNIFICANT NUMBERS OF EITHER AMPHIBIOUS OR AIRBORNE TROOPS OR BOTH".

8. COMMENT.

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AS IN ORIGINAL DPC CONSIDERATIONS OF MATTER, POLADS DISCUSSION REFLECTED CONTINUING CONCERN ABOUT DIPLOMATIC NOTIFICATION (AS OPPOSED TO FULL PUBLICITY TREATMENT) OF AUTUMN FORGE. MILITARY AUTHORITIES ENDORSEMENT OF AN APPROPRIATELY DELINEATED DIPLOMATIC NOTIFICATION OF AUTUMN FORGE, IN ADDITION TO PUBLIC ANNOUNCEMENT, MIGHT REASSURE THOSE WHO FEEL SUCH A STEP WOULD BE GOING TOO FAR AT THIS TIME. ALLIES THUS MIGHT BE PREPARED TO ADDRESS A ODEST DRAFT NOTIFICATION AT AUGUST 7 POLADS AND NAC/DPC NEXT DAY, PERHAPS ALONG LINES FAVORED BY IMS, AS REFLECTED IN IMSWM-179-75 (SEPTEL). IF THIS IS NOT ACCEPTABLE, FALL BACK MOST LIKELY TO BE ACCEPTABLE WILL BE THAT SUGGESTED PARA 13, USNATO 4066.

9. FOR AUGUST 12 POLADS, WE WILL NEED GUIDANCE (PER PARA 5 ABOVE) ON FRG NOTIFICATION TEXT (USNATO 4964) ON EXCHANGE OF OBSERVERS (PER PARA 6 ABOVE), AND ON VOLUNTARY NOTIFICATION OF MANEUVERS BELOW CBM CRITERIA REQUIREMENTS (PER PARA 7 ABOVE).

10. AS FOR DISCUSSIONS IN BONN (BONN 12540), WE RECOGNIZE FONOFF INTEREST IN ONGOING WORK IN POLADS, BUT DO NOT EXPECT THAT AT PRESENT PACE THIS WORK WILL PRODUCE FINAL RESULT IN TIME-FRAME FRG NEEDS FOR PRE-ANNOUNCEMENT OF GROSSE ROCHADE AND FOR INVITATION OF OBSERVERS. WASHINGTON ACCORDINGLY MAY WISH AUTHORIZE EMBASSY BONN TO DISCUSS PROBLEM WITH FONOFF AGAIN EARLY NEXT WEEK ON BASIS OF POLADS AND NAC/DPC DISCUSSION THIS WEEK.
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Message Attributes

Automatic Decaptioning: X
Capture Date: 18 AUG 1999
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: n/a
Control Number: n/a
Copy: SINGLE
Draft Date: 05 AUG 1975
Decaption Date: 01 JAN 1960
Decaption Note:
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Authority: GolinoFR
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 28 MAY 2004
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1975NATO04115
Document Source: ADS
Document Unique ID: 00
Drafter: n/a
Enclosure: n/a
Executive Order: 11652 GDS
Errors: n/a
Film Number: n/a
From: NATO
Handling Restrictions: n/a
Image Path:
ISecure: 1
Legacy Key: link1975/newtext/t19750897/abbrzliiz.tel
Line Count: 253
Locator: TEXT ON-LINE
Office: n/a
Original Classification: CONFIDENTIAL
Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 5
Previous Channel Indicators:
Previous Classification: CONFIDENTIAL
Previous Handling Restrictions: n/a
Reference: (A) STATE 184164 (B) STATE 183699 (NOTAL) (C) STATE 182598 (D) STATE 177697 (NOTAL)
Review Action: RELEASED, APPROVED
Review Authority: GolinoFR
Review Comment: n/a
Review Content Flags:
Review Date: 30 APR 2003
Review Event:
Review Exemptions: n/a
Review History: RELEASED <30 APR 2003 by BoyleJA>; APPROVED <01 MAY 2003 by GolinoFR>
Review Markings:

Margaret P. Grafeld
Declassified/Released
US Department of State
EO Systematic Review
06 JUL 2006

Review Media Identifier:
Review Referrals: n/a
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
Secure: OPEN
Status: NATIVE
Subject: CSCE/CBMS: PRIOR NOTIFICATION OF MILITARY MANEUVERS: THE AUTUMN FORGE EXERCISE SERIES
TAGS: MPOL, NATO, CSCE, PARM, PFOR
To: STATE
SECDEF INFO BONN
USNMR SHAPE
USCINCEUR
USLOSACLANT
Type: TE

Markings: Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 06 JUL 2006